

**City of Greensboro Planning Department
Zoning Staff Report
February 14, 2005 Public Hearing**

The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.

Item: L
Location: The south side of Pisgah Church Road between Baylor Street and North Elm St.
Applicant: Stephen C. Austin
Owner: KA Acquisitions, LLC & Hillcrest Baptist Church
From: CD-SC
To: CD-GB

Conditions: 1) Uses: Only uses allowed in SC Zoning will be permitted.
2) Only one pylon sign will be erected on Pisgah Church Road to serve all of the uses included in the 2.94 acre parcel.
3) No business with its principal use being a "Bar" will be permitted on this property.
4) Developer will install a six foot opaque fence along the adjoining properties that are zoned residential.
5) All buildings will be of brick and/or masonry style construction.
6) Developer will double the rate of required plantings in the buffers along the adjoining properties which are zoned residential.
7) Property will be developed with cross access to the Walgreen's property to the east.
8) There will be a maximum of one driveway which will be full access at the westernmost portion of the property along Pisgah Church Road.

SITE INFORMATION	
Max. Developable Units & Density	N/A
Net Density of Developable Land	N/A
Existing Land Use	Under Construction
Acreage	2.94
Physical Characteristics	<i>Topography:</i> Graded flat below street level <i>Vegetation:</i> None <i>Other:</i> N/A
Overlay Districts	N/A
Historic District/Resources	N/A
Generalized Future Land Use	Mixed Use Commercial/Moderate Residential
Other	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Kids R Kids Daycare / Vacant Building / McDonalds	RM-8 / RM-18 / CD-GB
<i>South</i>	Single Family	CD-SC
<i>East</i>	Walgreen's (Under Construction)	CD-SC
<i>West</i>	Hillcrest Baptist Church	RS-9

ZONING HISTORY		
Case #	Year	Request Summary
3211	2003	<p>A 4.3-acre tract, including this property, was rezoned from RS-9 to CD-SC by the Zoning Commission on December 8, 2003 with the following conditions:</p> <ol style="list-style-type: none"> 1) Uses: All uses allowed in the Shopping Center District. 2) Developer shall install a six foot opaque fence along the adjoining properties which are zoned residential. 3) All buildings shall be of brick and masonry construction. 4) Developer shall double the rate of the required street plantings and the required plantings in the buffers along the adjoining properties which are zoned residential. 5) Property will be developed in conjunction with the property to the east with cross access provided between the two commercially zoned parcels. 6) There shall be a maximum of two driveways on Pisgah Church Road. The westernmost driveway will be full access and the easternmost driveway will be right in, right out only, the location of which shall be approved by GDOT.
3187	2003	<p>The adjoining 6.6-acre tract to the east was rezoned from RM-18 to CD-SC by the Zoning Commission on September 8, 2003 with the following conditions:</p> <ol style="list-style-type: none"> 1) Uses: All uses allowed in the Shopping Center District. 2) Developer shall install a six foot opaque fence along the adjoining properties which are zoned residential. 3) All buildings shall be of brick and masonry construction. 4) Developer shall double the rate of the required street plantings and the required plantings in the buffers along the adjoining properties which are zoned residential. 5) The developer will work mutually with GDOT to determine what right-of-way is necessary and what right-of-way will be dedicated to GDOT by the developer on the south side of Pisgah Church Road and west side of North Elm Street to construct future roadway improvements at the intersection of Pisgah Church Road and North Elm Street. 6) Should the full access driveway on Pisgah Church Road become an operational or safety problem as determined upon an evaluation of the intersection mutually between the developer, GDOT, and/or the NCDOT, then appropriate measures will be taken to resolve the operational or safety problem, which may include restricting access at the site driveway.

		<p>7) Full access at the site driveway on Pisgah Church Road may be reevaluated at such time that further development is planned adjacent to this site between North Elm Street and Baylor Street south of Pisgah Church Road with an additional full-access driveway provided on Pisgah Church Road.</p> <p>8) Developer will allow current residents of the Valley Ridge Apartments up to 90 days to vacate their individual apartments, after written notice.</p>
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DIFFERENCES BETWEEN CD-SC (EXISTING) AND CD-GB (PROPOSED) ZONING DISTRICTS

CD-SC: Primarily intended to accommodate a wide range of high intensity retail and service developments meeting the shopping needs of the community and the region. The district is established on large sites to provide locations for major developments which contain multiple uses, shared parking and drives, and coordinated signage and landscaping.

CD-GB: Primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks. See conditions for use limitations and other restrictions.

TRANSPORTATION

Street Classification	Pisgah Church Road – Major Thoroughfare, Elm Street – Major Thoroughfare.
Site Access	A maximum of one access point will be approved by GDOT.
Traffic Counts	Pisgah Church Road ADT = 21,223, Elm Street ADT = 16,689.
Trip Generation	24-Hour Weekday Trips = 6,940, 24-Hour Saturday Trips = 12,146, PM Peak Hour Trips = 546, Saturday Peak Hour Trips = 933
Sidewalks	Requirement per Development Ordinance.
Transit	Yes.
Traffic Impact Study	Yes, required per TIS Ordinance. This study was completed with the previous rezoning of this property. See the Additional Information section of this report for the TIS Executive Summary.
Street Connectivity	N/A.
Other	N/A.

ENVIRONMENTAL REVIEW

Water Supply Watershed	If Property drains south its not in the watershed and it drains to North Buffalo Creek, but if it drains north it will be draining to the Greensboro General Watershed area and must meet all current watershed regulations.
Floodplains	N/A
Streams	N/A
Other	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
North	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
South	N/A
East	N/A
West	Type D Yard - 5' avg. width; 2 understory/100', 18 shrubs/100'

CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

Connections 2025 Written Policies:

Man-made Environment Goal: Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

POLICY 5F.2: Improve design standards for new development to enhance community appearance and sense of place (visual impacts on adjacent neighborhoods).

Connections 2025 Map Policies:

The area requested for rezoning lies within the following map classifications:

Moderate Residential (6-12 d.u./acre): This category accommodates housing types ranging from small-lot, single-family detached and attached single-family dwellings such as townhomes to moderate density, low-rise apartment dwellings.

Activity Center: Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

CONFORMITY WITH OTHER PLANS

The following aspects of relevant plans may be applicable in this case:

City Plans: The Pisgah Church Road/Lees Chapel Road Corridor Study (June 1996) called for the Pisgah Church Road/Lees Chapel Road corridor to be given a scenic corridor overlay designation. The study mentioned that the Pisgah Church Road/Elm Street intersection should continue to diversify as a commercial node without strip development.

Other Plans: N/A

STAFF COMMENTS

Planning: The Planning Department recommended denial of the initial CD-SC rezoning that was approved in September 2003 for the property east of and adjacent to the subject property. That property was on the border of Mixed Use Commercial and Moderate Residential and was in an Activity Center. Staff felt that the property was appropriately zoned and that multifamily development at that location should be retained since it was more in keeping with the land use designations previously mentioned. Mixed Use Commercial areas are described as also supporting higher density and/or mixed income housing and a good portion of the site was in the Moderate Residential classification to begin with. Since Activity Centers are intended to include features such as a mix of higher intensity uses such as housing, retail and office, staff felt that it was important to retain the existing moderate density residential development as a key component of the mixed use Activity Center.

Staff also recommended denial of the CD-SC rezoning of the property in which the subject parcel is included that was approved in December 2003 for the same reasons expressed in September for the adjacent tract to the east.

The proposed rezoning would remove the subject tract from being included as part of the development to the east and south with the exception that the applicant has included a cross access provision for the property to the east. The conditions do not however, address the discouragement of new “strip” commercial development, placement of parking, or the creation of an attractive mix of uses over time. This request could be seen as a continuation of “strip” commercial along this corridor.

The chief difference between the current CD-SC zoning and the proposed CD-GB zoning as presently conditioned is that the former classification would require a monument sign(s) (maximum 6 feet in height and 50 square feet in size) for uses fronting on Pisgah Church Road while the latter classification would allow a pylon sign up to 30 feet in height and 200 square feet in size which would serve all the uses in the 2.94 acre parcel. The proposed rezoning would also eliminate a bar as a principal use.

Recent rezonings to CD-GB on the north side of Pisgah Church Road east of Scottsdale Road (#3244) and at the northwest quadrant of Pisgah Church Road and Scottsdale Road (#3279) contain conditions which prohibit pylon signage and require that all signage along Pisgah Church Road will be monument signage limited to six feet in height. Staff feels that such a restriction is more in keeping with the proposal that Pisgah Church Road deserves to be a scenic corridor.

The applicant has indicated an intention to amend Condition No. 2 to read as follows: “Signage on Pisgah Church Road will consist of monument type signage, not to exceed height of 7 feet.

GDOT: The additional development of this property will trigger the installation of a center island median to restrict the eastern most access (Walgreens Driveway) for this development to a right in right out only driveway. The full access driveway to align with Bell Orchard Drive will provide the full access to this development.

Water Resources: If any disturbance to wetlands is proposed permits will have to be obtained from the state and corps of engineers prior to disturbance.

STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval of the request, subject to the applicant amending Condition No. 2 to require monument type signage on Pisgah Church Road not to exceed 7 feet in height.

ADDITIONAL INFORMATION

EXECUTIVE SUMMARY

This report summarizes the findings of the Transportation Impact Study (TIS) performed for the proposed Patriots Place development in the southwest quadrant at the intersection of Pisgah Church Road and North Elm Street in Greensboro, North Carolina. Based on the preliminary site plan, the site will include a 46,000 square foot (sf) supermarket, a 14,820 sf pharmacy/drug store with a drive-thru, a total of 12,000 sf of specialty retail space, and one outparcel. To be conservative, this traffic study assumes the outparcel will be a 3,000 sf fast-food restaurant with a drive-thru. Access to the proposed development is to be provided via four (4) connections. Two driveways are proposed on Pisgah Church Road with the eastern driveway restricted to right-in/right-out movements and the western driveway operating with full access. Two full access driveways are proposed on North Elm Street with both aligning with shopping center driveways on the east side of North Elm Street.

The purpose of this study is to determine the potential impacts to the surrounding transportation system caused by the additional traffic generated by the proposed development. This study analyzed existing (2003) traffic conditions, background (2007) + adjacent development traffic conditions without the site, and combined (2007) traffic conditions with the site in place during the weekday p.m. and Saturday mid-day peak hours.

The following table summarizes the trip generation for the proposed development.

Trip Generation Table								
Land Use	ITE Code	Density	Weekday 24-Hr Volume	Saturday 24-Hr Volume	PM Peak Hour Volumes		SAT Peak Hour Volumes	
					Enter	Exit	Enter	Exit
Supermarket	850	46,000 sf	5,129	8,169	260	250	281	270
Pharmacy/Drug Store w/ Drive-Thru	881	14,820 sf	1,307	1,307	76	79	76	79
Fast-Food Restaurant W/ Drive-Thru	834	3,000 sf	1,488	2,166	52	48	90	87
Specialty Retail	814	12,000 sf	488	504	37	40	25	25
Subtotal Trips – Before Adjustments			8,412	12,146	425	417	472	461
Pass-By Trips (All Land Uses) – 35%			-1,472	0	-148	-148	0	0
TOTAL NEW TRIPS			6,940	12,146	277	269	472	461

It is estimated that the development will generate 8,412 trips (entering and exiting) during a typical weekday and 12,146 trips (entering and exiting) on a typical Saturday. On an average weekday, the proposed development will generate 842 trips (425 entering and 417 exiting) during the p.m. peak hour. On an average Saturday, the proposed development will generate 933 trips (472 entering and 461 exiting) during the mid-day peak hour. Not all of the weekday p.m. peak hour trips will impact the adjacent roadway network. A portion of these trips will be pass-by trips, or trips attracted to the site from traffic already on the roadway network. With adjustments made to account for pass-by trips, the development is expected to generate 6,940 new trips during a typical 24-hour weekday. Of this total weekday trips, 546 new trips (277 entering and 269 exiting) will occur during the p.m. peak hour.

The following table summarizes the capacity analysis results for study intersections.

Level-of-Service Summary							
INTERSECTION		2003 Existing		2007 Background + Adj. Dev. Without Site		2007 Combined With Site	
		PM	SAT	PM	SAT	PM	SAT
Church Street/ Pisgah Church Road (Signalized)	EB WB NB SB	C (22.0)	B (17.2)	D (35.8)	C (23.2)	D (44.3)	C (29.6)
North Elm Street/ Pisgah Church Road (Signalized)	EB WB NB SB	C (31.1)	B (16.6)	E (62.0) *C (34.5)	C (22.9) *C (20.3)	E (76.7) *D (48.4)	C (31.4) *C (25.7)
Pisgah Church Rd/ Baylor Street (Unsignalized)	EB WB NB SB	B ¹ B ¹ C ² (23 s) D ² (28 s)	A ¹ A ¹ C ² (18 s) C ² (18 s)	B ¹ B ¹ D ² (32 s) F ² (51 s)	B ¹ B ¹ C ² (24 s) C ² (24 s)	B ¹ B ¹ D ² (34 s) F ² (66 s)	B ¹ B ¹ C ² (24 s) D ² (31 s)
Site Driveway #1/ Pisgah Church Rd (Unsignalized)	EB WB NB SB	N/A	N/A	N/A	N/A	B ¹ B ¹ F ² (69 s) E ² (39 s)	B ¹ B ¹ D ² (35 s) D ² (27 s)
Site Driveway #2/ Pisgah Church Rd (Unsignalized)	EB WB NB SB	N/A	N/A	N/A	N/A	B ¹ -- C ² (17 s) D ² (33 s)	B ¹ -- B ² (14 s) D ² (28 s)
Site Driveway #3/ North Elm Street (Unsignalized)	EB WB NB SB	N/A	N/A	N/A	N/A	E ² (43 s) D ² (32 s) B ¹ B ¹	C ² (23 s) C ² (15 s) A ¹ A ¹
Site Driveway #4/ North Elm Street (Unsignalized)	EB WB NB SB	N/A	N/A	N/A	N/A	D ² (32 s) F ² (61 s) B ¹ B ¹	C ² (17 s) C ² (20 s) A ¹ A ¹

* Analysis results with intersection improvements

1. Level of service for left turn movement on major approach.
2. Level of service for minor approach.

Capacity analysis indicates that the signalized intersection of Pisgah Church Road and Church Street operates at an overall LOS C during the weekday p.m. peak hour and LOS B during the Saturday mid-day peak hour under existing (2003) conditions. Under background (2007) + adjacent development conditions, the intersection will operate at LOS D during the p.m. peak hour and LOS C during the Saturday mid-day peak hour. With the addition of site traffic, analysis indicates the intersection will continue to operate at the same overall levels of service during the weekday p.m. and Saturday mid-day peak hours. No geometric improvements are needed at the intersection.

The signalized intersection of Pisgah Church Road and N. Elm Street operates at an overall LOS C during the weekday p.m. peak hour and LOS B during the Saturday mid-day peak hour under existing (2003) conditions. Under background (2007) + adjacent development conditions, improvements are needed to achieve a desirable level of service. The intersection is analyzed with an exclusive right turn lane on the westbound, northbound and southbound approaches. In addition, dual left turn lanes are

needed on the southbound approach to accommodate the heavy left turn movement during the p.m. peak hour. With these improvements, the intersection will operate at LOS C during the p.m. and Saturday mid-day peak hours under background (2007) + adjacent development conditions. Capacity analysis indicates the intersection will continue to operate at an acceptable overall level of service during the weekday p.m. and Saturday mid-day peak hours under combined (2007) traffic conditions.

Analysis indicates the minor street approaches of Baylor Street at the unsignalized intersection with Pisgah Church Road operate at LOS D or better during the weekday p.m. and Saturday mid-day peak hours under existing (2003) conditions. Under background (2007) + adjacent development traffic conditions, the northbound approach of Baylor Street will operate at LOS D during the p.m. peak hour and LOS C during the Saturday mid-day peak hour. With the addition of site traffic, the northbound minor street approach is expected to operate at LOS D during the p.m. peak hour and LOS C during the Saturday mid-day peak hour under combined (2007) traffic conditions.

Analysis indicates the minor street approach of Site Driveway #1 at the unsignalized intersections with Pisgah Church Road will experience delays during the p.m. peak hour and Saturday mid-day peak hour due to heavy through volumes on Pisgah Church Road. If left turning vehicles experience excessive delays when exiting Site Driveway #1, the vehicles have the option to exit the site via Site Driveway #3 or Site Driveway #4.

Under combined (2007) conditions, analysis indicates the minor street approaches of Site Driveway #3 and Site Driveway #4 will operate at LOS E and LOS D, respectively during the weekday p.m. or Saturday mid-day peak hours.

The findings of this study indicate that specific geometric and traffic control improvements are needed in order to accommodate combined (2007) traffic conditions. With the improvements and other recommendations outlined in the TIS Report, additional traffic generated by the proposed development will be accommodated with minimal disruption to traffic.

Intersection of Pisgah Church Road and Site Driveway #1 (Full Access)

Construct Site Driveway #1 with one ingress lane and two egress lanes (one shared left-through lane and one right turn lane). Storage for westbound left turning vehicles into the site from Pisgah Church Road is provided in the existing two-way left turn lane.

Intersection of Pisgah Church Road and Site Driveway #2 (Right-In/Right-Out)

Construct Site Driveway #2 with one ingress lane and one egress lane. Site Driveway #2 should be constructed to allow only right-in and right-out movements. Per GDOT, this can be accomplished by constructing a four-foot wide concrete median on Pisgah Church Road from the eastbound stop bar at the North Elm Street intersection to 50 feet west of Site Driveway #2.

Intersections of North Elm Street and Site Driveway #3 and Site Driveway #4 (Full Access)

Construct Site Driveway #3 and Site Driveway #4 with one ingress lane and two egress lanes (one shared left-through lane and one right turn lane). Storage for northbound left turning vehicles into the site from North Elm Street is provided in the existing two-way left turn lane.